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FIRST COUNTRY COOPERATION FRAMEWORK FOR CHAD (1997-2000)

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INTRODUCTION

1. The cooperation framework for Chad covers the period 1997-2000, which coincides with the period covered by the country's Overall Policy Plan and the programme cycles of the United Nations bodies belonging to the Policy Group.

2. The cooperation framework, which is the product of valuable exchanges between the Government and UNDP, is intended to define the modalities of UNDP cooperation for the period covered. It is to a great extent the result of the thought given to the preparation of the Country Strategy Note and is based on extensive national documentation, including the preparatory documents for the forthcoming round table, the planning document entitled "Overall Policy Plan for Chad to the Year 2000", the results of the survey of informal sector consumption in Chad and sectoral evaluations utilizing human development indicators, as well as mid-term reviews and the final evaluation of the fifth country programme.

3. It is also based on the recommendations of recent international conferences, including the United Nations Conference on Environment and Development, the World Conference on Women at Beijing, the World Summit for Social Development and the International Conference on Food and Nutrition.

4. This cooperation framework, prepared by the Government, reflects the consensus already achieved by it and the UNDP office in Chad, as embodied in the Advisory Note.

I. DEVELOPMENT SITUATION FROM A SUSTAINABLE HUMAN DEVELOPMENT PERSPECTIVE

5. Chad is a Sahelian country in the heart of the African continent with an area of 1,284,000 km^2.

6. Its human development indicator for 1996 puts it in 163rd place out of 174, with a per capita gross domestic product (GDP) estimated at $190 and more than 45 per cent of the population living below the poverty line. This state of general poverty is apparent at every level:

(a) The country's 6,193,261 inhabitants are unequally distributed over the national territory; life expectancy at birth is 50.3 years, and the gross birth and death rates (41 and 16 per thousand respectively) are relatively high.

(b) With respect to health care, conditions are in general highly unsatisfactory in both the cities and the countryside. The number of hospital beds (61 per 100,000 inhabitants) and doctors (1 per 30,000 inhabitants) is clearly inadequate. Access to drinking water remains a privilege. Housing is in general constructed of non-durable traditional materials.

(c) Education and training: the net school enrolment rate is 46.6 per cent. It is 61.6 per cent for boys and only 30 per cent for girls. The adult literacy rate is 18.8 per cent.

(d) Employment: 80 per cent of the active population is employed in agriculture, above all in the informal sector, as the modern sector offers limited employment possibilities. The informal sector represents the only remaining option for income generation. 68.8 per cent of the informal jobs are of the family type.

(e) Environment: Environmental degradation and the loss of biodiversity are other problems confronting the country. To this are added not only a regular and inexorable advance of the desert but excessive deforestation around the large towns in order to meet domestic energy needs.

(f) Governance: Since 1991 Chad has been engaged in a process of democratization. The transition period began in January 1993 with the holding of the Sovereign National Conference, which led to the adoption of the constitution in March 1996 and the holding of free and transparent presidential elections in 1996 as well as legislative elections in 1997. Municipal elections are to be held at the beginning of 1998.

7. Since 1994 the Government of Chad has also embarked on a set of adjustment policies and structural reforms with the support of the Bretton Woods institutions. More specifically, the Government in its overall policy plan for 1991-2000 set as its major goals the following: (a) to promote the welfare of the population; (b) to increase production by making structural changes to promote economic growth, and; (c) to restore macro-economic balances so as to ensure healthy growth.

II. RESULTS AND LESSONS OF PAST COOPERATION

8. The final review of the fifth programme made it possible to identify the positive results achieved within the framework of Chad/UNDP cooperation. That cooperation was carried out in accordance with the round-table programme, under which six sectoral monitoring consultations have taken place to date, including one on education, training and employment and one on health and social affairs. These have led to financing arrangements highly satisfactory to all the parties. Other important achievements of the fifth programme have been completion of the census, promotion of the associative and cooperative movement, the finding and mobilization of investors in the mining sector and the mobilization of resources in support of the democratization process.

9. A number of difficulties were encountered in carrying out the programme, particularly at the level of project execution, where a series of problems were generally identified: a lack of the resources needed to fulfil counterpart obligations; inadequate monitoring by the services responsible for execution; under-utilization of the skills of experts, who were often asked to carry out administrative tasks instead; and the instability of counterpart staff at all levels, which led to a slowing of activities and, consequently, an often low rate of project completion.

III. PROPOSED STRATEGY AND THEMATIC AREAS

10. In the light of these lessons, the strategic elements of UNDP assistance will be oriented towards the following goals:

(a) to serve as a catalyst in resource mobilization and coordination of the actions of all the partners;

(b) to promote a common understanding of the concept of sustainable human development and strategies which will make it operational, particularly with respect to poverty reduction;

(c) to strengthen national capacities in formulating, carrying out and monitoring policies, strategies and programmes, by promoting the creation of a critical mass of national staff and the development of management tools, especially in the economic area;

(d) to help strengthen the role of civil society, including cooperative associations, in the development process.

A. Use of UNDP core funds

11. Within the framework of its revised overall policy plan, Chad has identified a number of strategic goals for the achievement of which a considerable contribution will be expected from the various United Nations bodies, especially UNDP.

12. These strategic goals cover fully the fields of concentration suggested by UNDP and the Government of Chad during the mid-term review of the fifth programme. Within the framework of achieving sustainable human development, Chad is to be supported in the three following areas:

(a) Economic governance and the strengthening of institutions;

(b) Poverty reduction;

(c) Natural resource management and food security.

13. It is envisaged that 20 per cent of resources will be allocated to the first area, 50 per cent to the second and 20 per cent to the third. The remaining 10 per cent will be reserved for additional activities contributing to poverty reduction and the improvement of living conditions, particularly for women and vulnerable groups.

1. Field of concentration I: Economic governance and the strengthening of institutions

14. The Government wishes UNDP to contribute by means of the following two programmes: (a) development management and capacity strengthening; and (b) support of the democratic process.

Development management and capacity strengthening programme

15. In recent years Chad has received assistance in capacity strengthening from a number of donors, including the World Bank, the African Development Bank (AfDB), France, the European Union and Germany. During previous programme cycles UNDP has concentrated its efforts on aid coordination (round tables, sectoral meetings, NATCAP) and improvement of the planning tool. In view of its priorities and the achievements of previous cooperation, the Government requests UNDP support for (a) establishing a network of socio-economic data bases; (b) strengthening planning, budgeting and resource monitoring capacities and processes; (c) preparation and follow-up of the round table of donors; (d) preparation of an outline plan of national development; (e) support for the completion of the Commercial Code and implementing legislation; (f) the preparation of preliminary studies for the establishment of a single credit "window", a guarantee fund and arrangements for credit facilities for the informal sector and small- and medium-scale enterprises and industries.

16. The results and impact expected from this programme are: (a) the strengthening and improvement of the system of producing socio-economic data; (b) mastery of the analysis and programming aspects of technical cooperation; (c) the creation of national capacities for investment strategy formulation, monitoring and planning; (d) the organization of the round table and increased commitment by the partners to Chad's development; (e) the creation of a development management programme ensuring the consistency and synergy of the activities and the availability of the internal and external resources needed to implement them; (f) training of the officials responsible for management of the economy; (g) encouragement of the private sector, since small- and medium-sized enterprises and industries (SME/SMIs) will benefit from more flexible financing procedures.

Support of the democratic process

17. Chad has experienced a long period of political and military disorder which ended only recently. In order to consolidate stability and the new democratic order, the Government asks UNDP to provide support for (a) its programme of demobilization and the reintegration of soldiers into socio-economic life; (b) the formulation of a national governance plan.

Demobilization and the reintegration of soldiers

18. As a complement to the activities supported by France and the World Bank, the Government asks UNDP to support the activities of organizing demobilized soldiers into groupings and cooperatives, training and recycling, and providing social services and assistance to reintegration through the extension of micro-credits.

19. The impact sought is: (a) the integration of the soldiers into economic life and the improvement of their living conditions and those of their families; (b) the reduction of public expenditures on the army; (c) a reallocation of resources towards priority sectors for poverty reduction (education, health, rural development, infrastructures); (d) the establishment of security and political stability and the consolidation of peace.

20. National governance plan: UNDP action should make it possible to identify needs with respect to strengthening the legislative, executive and judicial bodies and the organizations of civil society.

21. Taking into account the need to ensure complementarity with the contributions of other partners (in particular France), UNDP and the rest of the United Nations system could contribute to the following activities: (a) civic information and education about the democratic reforms and the main documents relating to decentralization; (b) the planning and implementation of information programmes for parliamentarians, recycling programmes for staff of the National Assembly and specialization programmes for judges; (c) technical assistance in the planning and management of development programmes.

2. Field of concentration II: poverty reduction and promotion of employment

22. Taking into account its experience, and the level of resources available, UNDP will continue and intensify its assistance through the following programmes:

Strategic poverty reduction initiative

23. In conjunction with the development management and capacity strengthening programme, the Government has asked UNDP to assist in refining its information-gathering tools and to prepare a poverty reduction programme. This activity, which will be financed through other resources supplementary to regular UNDP resources and carried out in conjunction with the activities supported by the World Bank, is intended to include: (a) carrying out a study of access to basic social services; (b) a review of the level and nature of resources allocated by the Government and its development partners to basic services and their actual accessibility; (c) beginning the establishment of a data base for human development indicators (as a prerequisite to the preparation of national reports on sustainable human development); (d) planning a national strategy and framework programme for poverty reduction.

24. The intended impact will be (a) to achieve better understanding of the dimensions of poverty (in terms of incidence by sex and urban or rural background), and (b) the formulation of a national poverty reduction programme and the implementation of specific activities in favour of the most vulnerable sectors of the population.

Framework education/training/employment (ETE) programme

25. The national strategy with respect to education, training and employment gives priority to the primary education of young people and adult literacy, as well as to vocational training linked to employment.

26. UNDP support during this cooperation programme will complement that of the other partners already involved in the programme, including the World Bank, France, the AfDB and the European Union. It will be a part of its programme of assistance for the implementation of the ETE strategy approved in May 1994 for a

four-year period, and will consist of: (a) institutional support (expertise and equipment) of the structures involved in the ETE strategy; (b) the expansion of vocational training; (c) support of elementary education through the establishment of a unified school list and the production of non-print teaching materials; (d) technical expertise for the school construction financed by the World Bank and the AfDB.

27. The impact expected will be: (a) the quantitative and qualitative improvement of basic education and an increase in the total rate of school enrolment and that of girls in particular; (b) improvement of the capacities of vocational training structures; (c) the adoption of an employment policy; (d) more reliable educational statistics and better allocation of expenditures for education.

28. More generally, this assistance should contribute to attaining the national goals set for the year 2001 of raising the total school enrolment to 60 per cent (as against 46.6 per cent in 1995) and the school enrolment rate for girls to 50 per cent (as against 30 per cent in 1995).

Framework programme for the promotion of cooperative groups and associations

29. The approach chosen by the Government to implement its poverty reduction programme is through participation and self-help. To that end, it intends to encourage the consolidation of existing economic groupings and the formation of new ones.

30. The Government requests UNDP to continue its support of the associative and cooperative movement, in particular its support of the national programme for the promotion of cooperative groups and associations. That programme has four components: (a) strengthening the structures involved in the management and staffing of cooperatives (ministerial departments, local NGOs, etc.); (b) developing savings and credit cooperatives; (c) support of handicrafts associations in the iron-working and welding sectors, and; (d) reorganization of the women's weaving cooperative (CETIMAF). This programme should have the support of other partners, in particular Cooperation française and Canada, which have already shown their interest in it. More specifically, UNDP support will be directed to the following goals: (a) reorganization of the National Committee of Support for the Associative and Cooperative Movement and the strengthening of its capacity to serve the cooperatives; (b) the creation of conditions favouring CETIMAF's independence; (c) increasing the income-generating activities promoted by the women's groups; (d) the establishment of a training centre for accounting services; (e) strengthening the management of existing savings and credit banks and establishing a federation of them.

31. In the health field, UNDP assistance will be concentrated initially on two activities now in progress: (a) support of the anti-AIDS campaign; and (b) support in the implementation of the national health strategy. UNDP assistance will contribute, within the framework of the UNAIDS programme, to: (a) strengthening detection and epidemiological surveillance capacities; (b) carrying out information, education and communication (IEC) activities; and (c) ensuring the training of paramedical staff. UNDP will also continue its support of the national health strategy by completion of the framework programme

for primary health care. The impact of the UNDP contribution will be to: (a) strengthen national capacities, particularly those of paramedical staff, to prevent sexually transmitted diseases (STD) and AIDS; (b) improve the services provided in the health districts, for which it will furnish technical assistance; and (c) carry out IEC activities. The degree of this impact will be measurable within the broader context of implementation of the health strategy and the UNAIDS programme in terms of the reduction of maternal and child mortality rates and the decrease in the incidence of STDs and AIDS.

32. Resources will be reserved for the planning and implementation of other subprogrammes contributing to poverty reduction, in particular with respect to health and basic education and the socio-economic advancement of women. As part of the follow-up to the Beijing Conference, UNDP is asked to support the updating of the multisectoral plan for the integration of women into development, the mobilization of resources for that plan, and its implementation. It would be desirable for these subprogrammes to be formulated in cooperation with other United Nations bodies, including UNICEF, the World Health Organization (WHO), the United Nations Population Fund (UNFPA) and the United Nations Educational, Scientific and Cultural Organization (UNESCO).

33. The Government also asks UNDP to assist it in formulating a national housing strategy as a catalytic contribution towards its goal of providing "safe and healthy" housing. Many activities in this area suffer from the absence of a coherent framework for action and an appropriate legal and regulatory framework. The formulation of such a strategy will provide an instrument for coordinating and thus enhancing the value of the investments now being made and thereby creating the conditions for an effective contribution by the new actors in urban management (local governments, NGOs and neighbourhood committees).

3. Field of concentration III: Management of natural resources and food security

34. On the basis of the agreement achieved in the sectoral consultations on the theme of "Environment, desertification and water resources" and in the spirit of the Convention to Combat Desertification, priority is being given to: (a) improving the knowledge of and monitoring of natural resources; (b) decentralizing the responsibility for natural resource management to producers and integration of the environmental dimension into all development plans. A number of Chad's partners, including the World Bank, the International Fund for Agricultural Development (IFAD), the European Union, the African Development Bank (AfBD), the Inter-American Development Bank (IDB) and France, in addition to the UNDP Office to Combat Desertification and Drought (UNSO) and the United Nations Capital Development Fund (UNCDF) have been providing support for several years. This support has made possible the planning of programmes of action which have not yet been made operational. The Government of Chad requests UNDP to focus its contribution, in accordance with its mandate, on coordination and the mobilization of the necessary resources.

35. UNDP assistance would then be organized around the following activities:

(a) strengthening the Government's capacity to respond to the emergency needs of the population and to plan for food security. In order to do this, UNDP will give support to the Action Committee on Food Security and Disaster Management (technical advice, training, development of data bases) and the implementation of the national seed plan. In this respect, UNDP will supplement the contributions of the other partners by providing technical assistance for the establishment of a network for the production, propagation and marketing of improved seed varieties, and by improving access by farmers to cereal banks through the encouragement of cooperative groups. This activity is closely linked to those of the programme of support for cooperatives.

(b) the preparation of guidelines for the exploitation of water resources, focusing in particular on village and pasturage water supply.

(c) support of the preparation and implementation of the national plan of action to combat desertification, pursuant to the Convention to Combat Desertification and Drought, as well as information and awareness raising activities. It will support Chad's efforts to gain access to the resources of the Global Environment Facility (GEF) in the areas of biodiversity, climatic change and management of transboundary waters, and of Capacity 21 for the strengthening of environmental management capacities.

36. Impact expected: It is expected that the UNDP contribution will have an impact on: (a) the efficiency of emergency food aid distribution; (b) improving the management of information on food security; (c) increasing knowledge of water resources and planning for their utilization; (d) cooperation between the various actors (public services, the private sector, producers, cooperation agencies) in the planning and implementation of programmes. Indicators to measure this impact will be designed during the preparation of the supporting documents.

B. Use of other UNDP resources

37. Other UNDP resources (UNCDF, GEF, Capacity 21) will be drawn on to support the programmes financed from core resources. They will be used chiefly to promote credit and local development funds, strengthen national capacities for environmental management and support the process of cooperation and coordination.

IV. MANAGEMENT ARRANGEMENTS

A. Resource mobilization

38. The local UNDP office at N'Djamena will seek to optimize the potential for resource mobilization for the next country cooperation framework by involving Chad's development partners, which have already participated in the preparation of the Advisory Note, in the planning and formulation of programmes. The next round table for Chad, which should be held in the last quarter of 1997, will provide an auspicious framework for dialogue on the programmes and consequently

for resource mobilization. The country office will also seek to strengthen synergies with the funds and programmes managed by UNDP and to develop programmes for obtaining supplementary resources (UNCDF, UNIFEM, GEF, UNSO, Capacity 21, TCDC).

B. Execution and implementation

39. The programme approach. The programme approach will be encouraged, in the context of sectoral action coordinated with Chad's other development partners. In an initial period, stress will be laid on training and the familiarization of national actors and office staff with this approach.

40. National execution. The modalities of execution will be discussed with the Government, in the light of the difficulties encountered in that respect during the execution of the fifth programme cycle. Immediate consideration might well be given to the establishment within the ministry responsible for coordinating UNDP assistance of a department responsible for execution which would be given the necessary training and means.

41. In the light of the demonstrated effectiveness of the NGO and UNV services during the execution of previous programmes, particularly in the AIDS and community initiatives programmes, use of their services will be increased. Special attention will also be given to the use of leaders from the national development services and nationals of the United Nations Volunteers programme. All the possibilities for the promotion of technical cooperation among developing countries (TCDC) in some of the programmes supported by UNDP will also be examined.

C. Monitoring and review

42. This programme will be subject to periodic review, including annual systematic reviews by UNDP and the government agencies concerned in order to ensure that the goals established continue to be in harmony with the country's development priorities. An in-depth mid-term review will be carried out in 1998 in which all the public services, NGOs and other partners will participate, and will be followed by a mid-term review meeting.

Annex

RESOURCE MOBILIZATION TARGET TABLE FOR CHAD
(1997-2000)

(In thousands of United States dollars)

Source	Amount	Comments
UNDP CORE FUNDS		
Estimated IPF carry-over	(3 610)	
TRAC 1.1.1	16 244	Assigned immediately to country.
TRAC 1.1.2	0 to 66.7 per cent of TRAC 1.1.1	This range of percentages is presented for initial planning purposes only. The actual assignment will depend on the availability of high-quality programmes. Any increase in the range of percentages would also be subject to availability of resources.
Other resources	2 000	TCDC
SPPD/STS	955	
Subtotal	15 589 a/	
NON-CORE FUNDS		
Government cost-sharing	800	
Sustainable development funds		
GEF	4 000	
Capacity 21	500	
Third-party cost-sharing	12 000	
Funds, trust funds and other:		
UNCDF	7 000	
UNIFEM	1 000	
UNSO	3 000	
UN-NADAF	1 500	
UNV	200	
Subtotal	30 000	
GRAND TOTAL	45 589 a/	

a/ Not inclusive of TRAC 1.1.2, which is allocated regionally for subsequent country application.

Abbreviations: GEF = Global Environment Facility; IPF = indicative planning figure; SPPD = support for policy and programme development; STS = support for technical services; TCDC = technical cooperation among developing countries; TRAC = target for resource assignment from the core; UNCDF = United Nations Capital Development Fund; UNIFEM = United Nations Development Fund for Women; UN-NADAF = United Nations - New Agenda for the Development of Africa; UNSO = Office to Combat Desertification and Drought; UNV = United Nations Volunteers programme.